

CA20N

Z 1 A REPORT ON

-63A22

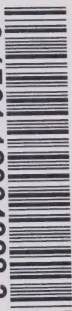
JAN 22 1964

LAND USE BY THE

CONSERVATION COUNCIL

OF ONTARIO

3 1761 12064328 3



ISSUED SEPTEMBER 1ST, 1960







Digitized by the Internet Archive  
in 2025 with funding from  
University of Toronto

<https://archive.org/details/31761120643283>



**A REPORT ON LAND USE**

BY THE CONSERVATION COUNCIL OF ONTARIO



## **A REPORT ON LAND USE**

TO

THE HONOURABLE LESLIE M. FROST, Q.C.  
*Prime Minister and President of the Council*

THE HONOURABLE WILLIAM A. GOODFELLOW  
*Minister of Agriculture*

THE HONOURABLE WILLIAM K. WARRENDER, Q.C.  
*Minister of Municipal Affairs*

THE HONOURABLE JAMES N. ALLAN  
*Provincial Treasurer*

THE HONOURABLE WILLIAM M. NICKLE, Q.C.  
*Minister of Planning and Development*

THE HONOURABLE BRYAN L. CATHCART  
*Minister of Travel and Publicity*

THE HONOURABLE T. RAY CONNELL  
*Minister of Public Works*

THE HONOURABLE J. WILFRID SPOONER  
*Minister of Lands and Forests*

THE HONOURABLE FREDERICK M. CASS, Q.C.  
*Minister of Highways*

THE HONOURABLE ROBERT W. MACAULAY, Q.C.  
*Minister of Energy Resources*

THE HONOURABLE JAMES A. MALONEY, Q.C.  
*Minister of Mines*

FROM

THE CONSERVATION COUNCIL OF ONTARIO

*Toronto, September 1, 1960*





# THE CONSERVATION COUNCIL OF ONTARIO

85 KING STREET EAST, TORONTO 1

SECRETARY  
GAVIN HENDERSON

TELEPHONE  
EMPIRE 6-1387

September 1st, 1960.

## MEMBER ORGANIZATIONS

AGRICULTURAL INSTITUTE OF CANADA  
(ONTARIO PROVINCIAL COUNCIL)

CANADIAN INSTITUTE OF FORESTRY  
(SOUTHERN ONTARIO SECTION)

FEDERATED WOMEN'S INSTITUTES  
OF ONTARIO

FEDERATION OF ONTARIO  
NATURALISTS

JUNIOR FARMERS' ASSOCIATION  
OF ONTARIO

NORTHERN ONTARIO TOURIST  
OUTFITTERS

ONTARIO COUNCIL OF COMMERCIAL  
FISHERIES

ONTARIO FEDERATION OF  
AGRICULTURE

ONTARIO FEDERATION OF  
ANGLERS AND HUNTERS INC.

ONTARIO FORESTRY ASSOCIATION

ONTARIO PROFESSIONAL FORESTERS  
ASSOCIATION

ONTARIO SOIL AND CROP  
IMPROVEMENT ASSOCIATION

QUETICO FOUNDATION

ONTARIO CHAMBER OF COMMERCE

RADIO AND TELEVISION  
FARM DIRECTORS' ASSOCIATION  
OF NORTH AMERICA

The Honourable Leslie M. Frost, Q.C.,  
Prime Minister and President of the Council,  
Parliament Buildings,  
Toronto, Ontario.

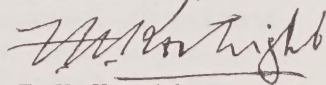
Dear Mr. Frost:

I take much pleasure in submitting herewith a report of the Conservation Council of Ontario dealing with land use in Ontario. This submission consists of a summary compiled from detailed reports prepared by our Land Use Committee and given careful study both by the Committee and the Council as a whole over the past eighteen months. The recommendations contained in the report have been unanimously approved by the Council.

As problems of land use affect so many departments of your Government, copies of this report are also being sent to the Honourable Wm. A. Goodfellow, the Honourable Wm. K. Warrender, Q.C., the Honourable James N. Allan, the Honourable Wm. M. Nickle, Q.C., the Honourable Bryan L. Cathcart, the Honourable T. Ray Connell, the Honourable J. Wilfrid Spooner, the Honourable Frederick M. Cass, Q.C., the Honourable Robert W. Macaulay, Q.C., and the Honourable James A. Maloney, Q.C.

It is the hope of the Conservation Council of Ontario that you and the members of your Cabinet will give this report most careful consideration and that your Government will see fit to act upon the recommendations contained herein at an early date.

Yours sincerely,



F. H. Kortright,  
President,  
Conservation Council of Ontario.

FBK/c

*The Conservation Council of Ontario is a non-profit, non-political organization, granted Provincial Charter. Its purposes are: To promote the welfare of all persons by encouraging the conservation, restoration and best use of our natural resources; to promote the co-operation of organizations engaged in various phases of conservation; and to promote the co-ordination of the activities of conservation organizations which, owing to the inseparable inter-relationships that exist in nature, can best achieve maximum results through co-ordinated effort.*

## CONTENTS

|                                                          | PAGE |
|----------------------------------------------------------|------|
| <i>Introduction</i>                                      | 7    |
| SECTION 1: <i>The Present Status in Ontario</i>          | 9    |
| SECTION 2: <i>Transportation and Land Use</i>            | 14   |
| SECTION 3: <i>Forestry and Land Use</i>                  | 17   |
| SECTION 4: <i>Rural and Urban Land Use</i>               | 20   |
| SECTION 5: <i>Recreational Requirements and Land Use</i> | 23   |
| SECTION 6: <i>Water Resources and Land Use</i>           | 26   |
| SECTION 7: <i>The Use of Wetlands</i>                    | 27   |
| SECTION 8: <i>Soils and Land Use</i>                     | 28   |
| SECTION 9: <i>Taxation and Land Use</i>                  | 30   |
| SECTION 10: <i>The Future Land Use Requirement</i>       | 31   |
| SECTION 11: <i>Resolving Land Competition</i>            | 35   |
| SECTION 12: <i>Recommendations</i>                       | 38   |
| MAP 1: <i>County Soil Surveys in Ontario</i>             |      |
| MAP 2: <i>Conservation Authorities in Ontario</i>        |      |
| MAP 3: <i>Planning Areas</i>                             |      |

## INTRODUCTION

### (a) WHAT IS LAND USE?

The term "land use" refers to the use that man, individually or in communities, makes of his physical environment, including the resources and space which it offers.

### (b) WHY IS LAND USE STUDY IMPORTANT?

The wealth of a nation and the happiness of the individual both depend in great measure on wise land use. It follows that the scientific study of land use must be important for all of the following reasons:

- To assure individual freedom.
- To protect the interests of society in the fullest sense.
- To maintain renewable resources undiminished or increased for future generations.
- To provide the most prudent use of non-renewable resources.
- To resolve conflict for space and the use of resources.
- To ensure that any given area is not just a place in which to exist but rather a good place in which to live.

### (c) WHAT IS LAND USE PLANNING?

Land use planning is the establishment of the social, legal and economic system whereby the wisest use of land for the individual and for society is assured for both the present and the predictable future. Good land use planning is that which can achieve these aims without restricting unjustly the freedom of the individual. Land use planning will be judged in the future in terms of the freedom which future generations will have in the solving of their many problems, most of which cannot be predicted at this time.

### (d) WHAT IS NECESSARY FOR LAND USE PLANNING?

Six things are necessary for land use planning. They are:

- Continuing knowledge of our resources, including land, and how they are being used.
- The support of the public to abide by the aims of a sensible land use policy.
- A body of law to protect and regulate.
- The administrative machinery and techniques to carry out public policy.
- Flexibility in law and the administrative machinery to adjust to the changing situations as they arise.
- Continued research into methods for improving the use of land.



(e) WHAT ARE THE STEPS IN LAND USE PLANNING?

Six steps are necessary in achieving optimum land use planning. They are:

- The compilation of an inventory of the natural resources, including those of the rocks, soils, forests and waters.
- The recording of the present use of the land surface in map form.
- The compilation and appraisal of the present regulatory powers and administrative responsibilities that control or influence land and resource use.
- The establishment of a public policy concerning the use of land and resources, based on what we have, how we are now using the land, and how we can best use our land for the future.
- The creation of a land use plan to fulfill the desired policy.
- The creation of the administrative machinery to implement the plan.



## **SECTION 1: THE PRESENT STATUS IN ONTARIO**

### **(a) PRESENT LAND USE PATTERN IN ONTARIO**

At the present time we are forced to rely almost solely on statistical data for a picture of Ontario's present pattern of land use. Unfortunately these data are published chiefly by counties which are too large and too diversified within the arbitrary county boundaries to provide a useful picture. No attempt has been made by the Dominion Bureau of Statistics to relate the figures to the land which spawned them.

In general we know that Ontario has close to 20,000,000 acres of land called "farm land" and slightly over 500,000 acres of "urban land", and we know on a county basis how that distribution is made up. But we do not know specifically the real use to which most of these 20,500,000 acres is being put.

Some present land use surveys have been done, largely in the course of preparation of theses by students in the geography departments of our universities, but also by some of the Conservation Authorities and by the Geographical Branch of the Department of Mines and Technical Surveys in Ottawa. Special studies such as that of Louth Township in Lincoln County and that by the Ontario Department of Planning and Development of Lincoln, Welland and Haldimand Counties, included present land use mapping. But all of the above are on differing bases, using different classifications and legends. A series of comprehensive land use maps of Ontario on uniform scales is badly needed.

### **(b) EXAMPLES OF UNSATISFACTORY LAND USE**

#### **(1) *The Recreational Use of the Lake Ontario Shoreline***

In spite of the fact that 75% of the population of Ontario, and indeed 18% of the whole population of Canada, live in the area along Lake Ontario from Oshawa to Niagara, there is no significant section of the lake front which has been reserved for public recreational use. In this regard our forefathers completely lacked foresight and we and future generations must suffer.

#### **(2) *The Niagara Fruit Belt***

Everyone knows that the land use pattern in the Niagara Fruit Belt has been, and still is, undergoing major change. Large areas are going out of fruit production in favour of industrial and residential uses.

Opinions on this vary from the view that it is a catastrophe to the attitude of — "So what? We are getting a better return from the land by in-

dustrial-urban use and can buy the peaches from elsewhere". One thing is certain: the area was condemned to major change once the Queen Elizabeth Highway had been routed through the middle of the orchards.

Fortunately the Niagara Fruit Belt has been the subject of much detailed study recently and some facts are available. It is pertinent to examine these in view of the conflicting opinions on policy for the area.

The whole problem comes into much better focus when the following questions are answered:—

Q. Is there something unique about the Niagara Fruit Belt which makes it particularly suited to the growing of tender fruits, which cannot be duplicated elsewhere?

A. It is commonly supposed that there is something special about the area but the reasons are not too well known. Basically the suitability is founded on an ideal combination of soils, climate and water, *which cannot be duplicated elsewhere in Canada. Thus the alternative to the loss of this small but very special area lies in the purchasing of future supplies of certain fruits, particularly peaches, from the U.S.A.* It is commonly supposed that the U.S.A. has much more suitable peach-growing areas than we do. Detailed studies do not confirm this.

Peaches are most vulnerable at the blossom stage, when frost can decimate the crop. Statistics show that the main U.S. peach area, Georgia, which blossoms in February, experiences serious frost losses during 3 years in every 10. Niagara, where the cool air from Lake Ontario holds back blossoming until frost risk is nearly gone, has a record three time better, with losses only one year in 10.

California has a peach growing climate record comparable to or better than Niagara but the suitable area is very small, is being overrun, like Niagara, by urban sprawl and is unlikely to have adequate surpluses for export on a long term.

Q. Is the whole Niagara Fruit Belt suitable for peach growing?

A. The area of suitability for peach growing lies from Hamilton to Niagara Falls below the escarpment. However by no means all of the area is suited to peaches since the soils vary greatly. Peaches like a light textured, well drained soil, of which only some 36,000 acres are now available. Only a part of this acreage is currently planted to peaches, the balance being in grapes, etc., which could be moved onto the adjacent clay soils.

Q. Is there room for both urban-industrial expansion and fruit growing?

A. A detailed study of the area by Professor Ralph Krueger approached the problem from the standpoint of what might be achieved through proper planning, assuming an increase of 1,000,000 urban dwellers in the area. This includes, of course, Hamilton. His findings show that 54,000 acres of additional land would be needed for urban purposes. He assumed that certain peach soils, because of their close proximity to Hamilton, would inevitably be lost and he allowed, therefore, for a reduction of 10,900 acres in the available prime soils. The balance of the urban acreage could, he claims, easily come from the soils less suit-



able for soft fruits. Since approximately 35,000 acres of tender fruit soils are still available, it follows that 25,000 acres of peach soils would be left, which is still more than the acreage (18,000) now in peaches, sweet cherries, and small fruit.

*His conclusion is that with proper planning we can both retain the area for its special fruit growing purpose and have the inevitable and important urban expansion.*

Q. What is in fact happening to the Niagara Fruit Belt?

A. Up to 1951 the acreage under tender fruit (peaches, etc.) was actually expanding. However between 1951 and 1956 the area reduced from 19,591 acres to 18,098 acres and this trend has undoubtedly continued since. There is an apparent tendency for the loss of acreage to increase due to the general uncertainty in the minds of the farmers as to the future of the area and to a trend towards uncontrolled urban sprawl, i.e. commuters who buy one or two acres and build a house in the country, conveniently adjacent to an express highway. Such people could have settled on the less critical soils and did not do so because there was no level of government with either the information or the authority to ensure this important land use. The Province as a whole is less wealthy today, and for ever, to the extent of 1,500 acres of prime soil.

It is not always appreciated how rapidly an area can deteriorate if through lack of a land use policy an incorrect pattern is permitted to develop. For lack of a policy the following could easily happen to the Niagara Fruit Belt in the next few years:

- Farmers fail to replant due to long term insecurity.
- Farms go out of use awaiting development and with odd parcels sold
- off to urban country dwellers. These become the centres for plant diseases which spread to surrounding orchards.
- Yields drop, taxes go up, cost of production increases and the whole fruit growing industry rapidly becomes uneconomic, heralded by the closing of the fruit packing plants.

#### (c) PRESENT STATUS OF SURVEYS IN ONTARIO

The most comprehensive surveys of Ontario cover the fields of geomorphology, climate, forestry and soils. The first of these consists of the map and report entitled *The Physiography of Southern Ontario* by Chapman and Putnam. This is supplemented by the work of G. A. Hills in northern Ontario which is understandably limited to parts of the accessible and settled regions. Climatic studies have been made by Chapman and Putnam, Mrs. Marie Sanderson and several other authorities, and the picture is reasonably well understood. A forest resources inventory by the Department of Lands and Forests covers the whole province.

Soil surveys, carried out jointly by the Soils Department, O.A.C. and the Dominion Experimental Farms Service, now encompass all of southern Ontario and parts of northern Ontario. Reports with maps for

19 of the counties or districts and 12 maps without reports have been published, and the balance (20 counties) are in production (*see map*). Other resource surveys have been and are being done in a more or less haphazard manner as expediency dictates. These include geological and geophysical surveys, ground water studies and other water resource surveys.

The Geographical Branch of the Department of Mines and Technical Surveys in Ottawa has compiled land use maps of the Ottawa Valley, the St. Lawrence Seaway area and certain cities.

The Conservation Authorities have also, through the Conservation Branch of the Ontario Department of Planning and Development, carried out various surveys of land use, soils, forests and water resources (*see map*).

Other special studies by universities, and by government departments and commissions and some private companies or individuals add to the sum of our knowledge of the resources of this Province.

#### (d) PRESENT STATUS OF LAND USE PLANNING IN ONTARIO

Progress in organized planning has been implemented through legislation such as The Planning Act, the Crown Timber Act, the Public Lands Act, The Provincial Parks Act, The Conservation Authorities Act, and The Wilderness Areas Act.

The *accompanying map* shows the location and extent of areas in the southern part of the Province which now come under a planning board under the terms of The Planning Act. Progress in this phase is encouraging but it must not be assumed that, just because an area is so designated, planning and plan effectuation are entirely satisfactory. It is very difficult to make such an appraisal.

The Ontario Department of Lands and Forests has done a great deal of planning with respect to the use of Crown land for forestry purposes, for recreational use, for fish and wildlife management and for land sale for agricultural purposes. Some useful work has also been carried out by the Community Planning Branch of the Department of Municipal Affairs in recent years, as well as by the Departments of Agriculture and Highways, but these efforts are uncoordinated and much remains to be done.

In addition to the above, there are now 28 Conservation Authorities operating mostly in southern Ontario with varying degrees of effectiveness. Emphasis seems to vary among the Authorities on different aspects of conservation and resource use. The major fields of action have been flood control, pollution abatement, recreation, reforestation, farm pond construction, etc. The influence of the Authorities over land use, *per se*, is somewhat limited.

Individual land owners have the greatest control over the use of land, and because of our strong tradition of land holding and rights in land derived from British common law, collective action is difficult and pro-



gress slow. Nevertheless, encouraging signs are seen of enlightened land use programmes among individual owners.

In the rural areas some 700 or 800 out of the 140,000 farmers in Ontario have taken advantage of the Farm Planning Service offered by the Department of Agriculture through the Ontario Agricultural College. Many more use the other extensive services provided by this Department.

In the rural-urban fringe the planning and construction of new subdivisions has in general shown some progress in the last five years due to such factors as raising of standards through municipal regulation, competition in the housing field, and, related to this, more discriminating buyers in the market.

In the urban areas, urban redevelopment is now the topic of the moment indicating another step forward in better land use in the built up areas.

## SECTION 2. TRANSPORTATION AND LAND USE

To a great extent throughout Canadian history communications have controlled the land use pattern, and still will. To be sure, at times the communication has been built to exploit a potential land use, but more often the land use has developed following, and as a result of, the existence of the communication.

Communications fall into 5 main headings, i.e. waterways, railways, roads, airways and pipelines. Each is considered separately in succeeding paragraphs.

### WATERWAYS

Historically waterways are the oldest form of communications in Canada. They controlled the location of all the earlier settlements. They still control to a great extent the growth of the larger cities, in that no major expansion is likely in any city which does not have reasonable access to water transportation.

Large ocean-going ships are dependent for economy on making few calls. Consequently they will use only major ports in which there are adequate handling, trans-shipping and warehousing facilities. Only very large centres, such as Montreal, can afford such facilities. Toronto has yet to establish them adequately, but has made a good start and presumably will.

The conclusion is that the St. Lawrence Seaway will cause the large ports to grow larger, with consequent expansion of the supporting cities. Adjacent communities along the lake shores will also benefit provided that they have secondary port facilities which can accept the smaller vessels handling the trans-shipped freight.

Proper land use planning will have to allow for industrial expansion of heavy industries at the main ports and along the shores of the Great Lakes.

### RAILWAYS

The era of great railway expansion belongs with the past although important extensions will yet be made. It is important to realize that the land use impact of a railway is regional, rather than local. A railway can be built across an area without necessarily affecting the existing land use pattern in its path, yet affecting vitally the pattern of a whole community beyond.

New railways are only likely to be built against a known bulk freight movement from a specific unserved point, e.g. a new mine. The route to be followed will be selected primarily on engineering considerations,

although, given feasible engineering alternatives, potential land use development of other points en route will, or should, be considered in making the final route selection.

Railway route selection, it may be concluded, belongs more with the engineers, rather than with the land use planners.

#### ROADS

A new road affects vitally not only the region or community it serves, but also every point adjacent to its route. This is clearly reflected in the increased land values which almost invariably occur in rural areas whenever a highway is built across them. These increased prices are merely anticipating a changed land use.

It is predicted by many planners that the new communities of the future will consist of strip cities built along the super highways. Certainly the building of the Queen Elizabeth Highway to Niagara changed the land use pattern in the areas adjacent to it, promoted urban development and condemned much of the fruit land. This trend towards strip development will accelerate, placing a major onus on highway planners to consider carefully the land use implications inherent in the selection of their routes and inter-changes. Admittedly engineering factors must be carefully considered in making a route selection. Almost invariably however, numerous other routes are possible. Too often the route selection is made solely on the basis of minimum cost to construct without weight being given to the over-all effect on the national wealth. In other words we must build the highways to the minimum cost but realizing that this cost is the minimum social cost, which must be distinguished from the minimum cost to the Department of Highways. Highway route selection should take into consideration at least the following land use factors:

- (a) The effect on agricultural development, e.g. will the new route result in important agricultural land going out of production unnecessarily, when this would not have happened by making an alternative route selection.
- (b) The effect on land values.
- (c) The effect on the development of rural and urban communities along the route.

#### AIRPORTS

Long distance passenger travel by air has now surpassed the railways. This trend is bound to continue, with air freight also expanding. Airports are thus becoming of increasing importance to every major community. Indeed certain industries will now locate only at or near an airport.

Unfortunately sites suitable for airports tend to be rare. If sporadic urban development is allowed on or near the potential airport sites, development and expansion becomes very costly. It is vital, therefore, that every major community select its future airport site and control development in that area so that it will not later interfere with the airport



development. Sound planning should allow for industrial expansion around the airports of the future.

#### PIPELINES, TRANSMISSION LINES, ETC.

Communications systems transporting power, whether oil, gas or electricity, are bound to affect the land use pattern of the communities adjacent to their paths. For instance the effect of the gas pipeline across northern Ontario will result in some forms of industrial development based on the processing on the spot of natural resources, instead of shipping them unprocessed as in the past. This in turn will increase populations and thus create larger local markets for farm products of the dairy type. One outcome of natural gas to northern Ontario is thus likely to be some increased development of farming in the Clay Belt.

It follows that careful study of the land use pattern, and the effect on it, should be made by the Ontario Hydro-Electric Power Commission and by any company planning to build transmission lines or pipelines. Such study could well dictate the optimum economic routing and would enable much more accurate forecasting than hitherto of the market for the power.

### SECTION 3: FORESTRY AND LAND USE

Forestry and agriculture are the two big users of land in Ontario occupying 75 per cent of the total land area of the Province. The remaining 25 per cent is made up mainly of northern muskeg and tundra and urban-industrial development, the last named representing  $\frac{1}{4}$  of one per cent of the total land area. Aside from its undesirable infringement on some of the best agricultural soils, the urban-industrial use of land is insignificant in the over-all land use picture in the foreseeable future.

Forestry will probably always be secondary to agriculture in the use of land suited to agricultural production. Only where agricultural use results in a deterioration of the land quality through water or wind erosion is this general situation likely to be reversed. At present 7.4% of the total land area of Ontario is devoted to agricultural production leaving over 65% of the land for forest use.

The forested area of the Province is adequate to provide easily the present wood requirements of industry. While it is estimated that wood demands for paper, lumber and veneer will double by 1980\* the intensive management of a small proportion of the forest land plus the extensive management of the rest of the area will provide for foreseeable future demands within the scope of this report.

Canada is a young nation now emerging from a "free land—free timber" era during which the forests were taken for granted. The transition from forest exploitation to intensive forest land cultivation for forest crops is becoming apparent in many areas adjacent to well established pulpwood or sawlog markets. These areas of intensive management will be enlarged from their present nuclei as the demands for wood become more pressing. In the process of this expansion many intricate problems, both economic and biological, will have to be resolved. The effective use of the 120 million acres of productive forest land in the Province will depend on the speed and thoroughness with which these problems are defined and solved.

The southern and southwestern areas of Ontario are devoted to agricultural production appropriate to the productive capacity of the soils in these areas. Where the land capability is compatible with this use and where labour and capital find adequate returns in such use no alternative need be considered. In the areas of this region where agricultural use is undesirable or not economically feasible, forest use is a

\*Report of the Royal Commission on Canada's Economic Prospects.



reasonable alternative. Under such use the land may yield a positive economic return at the same time providing recreational facilities, a wildlife habitat and restraint of water runoff. With increasing population and leisure, the recreational and wildlife value of southern forests will grow, and in places will surpass the economic value of the forest.

Considering the high land values which prevail in this agricultural region the establishment of forests requires the supply of low cost capital, forest crop insurance at reasonable prices and expanded extension and marketing services to the private owner.

The bulk of the area in the central and northern regions of the Province will be devoted primarily to the production of forest and wildlife crops for a very long time to come. In total area, the agricultural use of land here will be small although it may well command greater interest and publicity than the forest land which will always be many times its size. Effective land use in this area requires (a) the classification of the land before agricultural settlement to avoid the economic waste associated with the conversion of land of low productivity to agricultural purposes, and (b) the establishment and cultivation of high quality forest crops on land of sufficient potential to warrant intensive forest management. It must be appreciated that much of this land is not yet ready for intensive development for forestry purposes because of limited accessibility and limited markets for existing timber stands.

Taking the Crown-owned forest land of the Province as a whole, which covers 108 million acres, the present yearly cut, disregarding species and quality, is only about one-third of that which good forestry practice would allow, even under the extensive management techniques which now apply. By placing the high yield forest land under intensive management for the production of desired species and quality classes it is conservatively estimated that the allowable cut for the region could be doubled. The introduction of intensive forestry practice by present day methods involves considerable expense, however. At present, adequate supplies of most classes of timber can be obtained by the extension of the road system to inaccessible areas. The economic compulsion for the adoption of intensive forestry practice hinges in large measure, therefore, on a comparison of the costs of growing timber in the accessible high yield areas compared to the ever increasing cost of extending the road system to the presently inaccessible timber. As it becomes apparent that the timber can be grown at a competitive price the economic incentive will govern. As long as anticipated future requirements can be met from natural stands at costs below that of cultivated timber, no effort to grow timber will be made by private companies except under compulsion.

The more intensive use of land in the north is therefore largely an economic problem. Forestry measures designed to produce heavier tree crops from the land must result in costs which will meet the challenge of competing areas. This competitive timber may be that which can be recovered from the presently inaccessible areas; in the final analysis it also involves a comparison with production costs in more distant regions



of the earth, including British Columbia and the southern United States. The products of wood must meet their competitors' costs just the same as any other product and, as natural timber supplies become exhausted, the cost of growing the timber will become a significant factor in the cost of the final product.

The building of roads to permit the harvesting of the presently inaccessible timber most effectively, giving priority to mature or damaged trees, is the first step to better land use in those areas. At the same time, pressure must always be maintained for the intensive management of areas where the economic conditions warrant such operations. Research and pilot demonstration designed to provide desirable biological results within the economic limitations imposed by competing areas will be the guide posts to the more complete utilization of the forest lands of the north.

#### SECTION 4: RURAL AND URBAN LAND USE

It is felt that the conflict between the rural and urban use of land is best illustrated by studying an example. The Niagara Peninsula, while only one example, has been selected for this purpose since it covers such a large percentage of the population of the Province.

The Niagara Peninsula is the centre of an active series of land use conflicts between urban needs and agricultural development. It is also the centre of two great sets of communications (the land corridor and the Seaway) and because of the intimate relationship between land use and traffic patterns the whole Peninsula forms one planning problem which is at present being handled by a fragmented jurisdiction. This planning problem has the following facets:

- (a) *The rapid expansion of urban development in the Mississauga Conurbation.*

At the present time there are a number of nuclei spreading out rapidly in the form of ribbon development, generally on unserviced land. But in the future there will be a doubling of the urban population and perhaps a tripling of the urban area so that the present centres will only be part of a much bigger unit stretching from Oshawa to Fort Erie. The present centres are Hamilton, St. Catharines and adjacent towns, Niagara Falls and Fort Erie with minor centres such as Welland and the Lake Erie ports.

- (b) *The lack of over-all control and the lack of a comprehensive plan.*

This has meant an irrational expansion to the detriment of agricultural use. Until recently it was not required that services should be available for urban growth, and throughout the Peninsula there are many patchy areas and low density developments which are not and cannot be integrated into proper urban growth for many years. Recently there has been a change in the policy of both federal and provincial agencies operating in the area. These changes imply that piped services must be available to future urban development and that there will be an increasing tendency to raise the standards of sewage treatment throughout the area. The general attack on water pollution and the concern to prevent a declining water table and to protect access to fresh water will tend to concentrate urban development within the patchwork which is already established. It has been pointed out by almost all authorities who have studied the land use problem that there is in the Peninsula ample land for

all uses. The problem, therefore, is one of appreciating the conflicts involved, assessing the resources available, and drawing up a concerted plan for the whole Peninsula.

- (c) *Awareness of the growing need for a comprehensive review of the total Peninsula.*

This has led the Niagara Regional Development Association to request the Province to carry out such an area study. This study has been proceeding for some time and covers the basic elements of land use, social and economic patterns, transportation and communications and basic services. It forms a basis for a regional plan but it does not proceed to the point of developing proposals. In individual centres within the Peninsula there has been a growing awareness of the conflicts involved and this may, in time, lead to an appreciation of the Peninsula as a sensible planning unit.

- (d) *The effect of the highway pattern.*

Historically the Peninsula has functioned as a corridor for entry into Canada, and today there is ample traffic between Buffalo and Toronto and between Buffalo and Detroit across Canadian territory. This east-west movement of traffic and the servicing it requires is affecting urban and agricultural development around the head of Lake Ontario. The location of the Queen Elizabeth Highway developed in response to the demand for such a road, was perhaps the major planning mistake of the last thirty years. Any major expressway is a generator of urban growth. The present measures to restrict the highway cannot offset this original mistake but only limit its effect.

- (e) *The effect of the Seaway.*

Arising from the Seaway communication system there is already an improvement in location factors in the Lake Erie ports to the extent that the growth of the petro-chemical and chemical industries in the Toronto-Hamilton vicinity is being echoed by the growth of the chemical industry in the smaller ports along Lake Erie.

- (f) *Tourist considerations.*

In addition to being a centre for urban development, national and international communications and the growth of unique fruit the Niagara Peninsula also offers two lakeshores, a fine escarpment and the remarkable Niagara Falls Parkway system. As a result along major highways and outside the main urban centres there is a direct growth of highway commercial facilities devoted to serving an increasing tourist traffic composed of people who are passing through the region to the northland and those who are anxious to stay within the Peninsula. This traffic is in direct conflict with the urbanizing trend, the conflict itself being best expressed in the lakeshore areas which have been lost to the general public and in



the decline of certain tourist facilities where urban sprawl has hindered them.

There are thus the following conflicts in land use within the Peninsula:

- (a) The conflict between urban development and agricultural use of available land resources.
- (b) Conflict in two major communication systems.
- (c) Conflict between recreational, industrial and residential use of lakeshore property.
- (d) Conflict in the provision of services to the properties for development.
- (e) Conflict between through highways and locally generated land use.

The above conflicts are also apparent in areas elsewhere but are probably most acute in the Niagara Peninsula. Research has shown that there is ample room for all of the additional urban population forecast for the future; that given care, fruit production can continue at the same level despite urban development, provided there is proper protection of remaining high quality lands; that on the lands on the Niagara Escarpment and in the central part of the Peninsula normal agriculture can supply the vegetables needed by an urban population. It is also apparent that given careful planning and given some concept of the importance of lake frontage to the community there can be a proper system of public recreational use of lakeshore areas, while at the same time there would be room for industrial development and for summer cottages and permanent lakeshore residences.

In conclusion, studies have shown that certain uses of land in the Niagara Peninsula are reasonably flexible in regard to location; others are not, and if these are important to the region as a whole, the land on which they depend should be protected. As already mentioned, there is enough land in the region to satisfy the present and potential demand for all principal uses, but if the acute land use conflicts which now characterize the scene are allowed to go unchecked, the resulting cost to the community and to the people of Ontario will be incalculable.

The present situation is aggravated by contradictory official plans and zoning by-laws, along with unsatisfactory co-ordination among federal, provincial and local agencies operating in the area, as well as among various departments of the Ontario Government itself.

To deal effectively with the conflicts between rural and urban land use in the Niagara Peninsula, a land use plan for the region as a whole is required. Such a plan should be a statement of policy, not necessarily a document which defines rigidly the use of each parcel of land.

## **SECTION 5: RECREATIONAL REQUIREMENTS AND LAND USE**

If Ontario is to prosper in the future it is not sufficient for the Province to be merely a place where a family can exist: it has to be a good place in which to live and bring up a family. This is intimately tied to recreational facilities.

At present, southern Ontario lacks recreational facilities in the form of parks, except in the Ottawa, St. Lawrence and Niagara Falls areas, to an extent unparalleled by any other major population centre in North America. Most of our people are forced by the lack of nearby facilities to make the long trek to the northern lakes, adding to the highway congestion, and to the cost of highways.

Park recreation facilities fall into three main types:

- (a) Urban
- (b) Rural and near urban
- (c) Wilderness

The urban parks are a matter for the city planners and are not therefore discussed further in this section of the report. The wilderness parks such as Algonquin, Quetico, Lake Superior and Sibley, are normally found in the areas of Crown lands where they present less serious land use conflicts. The Department of Lands and Forests is able to plan, and does, for the future with some freedom. However, already evidence of overcrowding in some of these existing parks suggests the wisdom of earmarking additional suitable areas for similar purposes.

The critical problem, however, relates to parks for southern Ontario, which are classified above as rural or near urban. It is in these areas that action and planning is urgent today.

Parks in southern Ontario may be classed under the following headings:

- |                                          |                                                       |
|------------------------------------------|-------------------------------------------------------|
| (a) National parks                       | (Administered by the Federal Government)              |
| (b) Provincial parks                     | (Administered by the Department of Lands and Forests) |
| (c) Conservation areas                   | (Administered by the Conservation Authorities)        |
| (d) Roadside parks for picnics           | (Administered by the Department of Highways)          |
| (e) County parks (very few)              |                                                       |
| (f) Municipal parks (e.g. Metro Toronto) |                                                       |



Most of the above are quite small or else are not adjacent to the population centres. The extent of the Conservation Areas given over to recreation, for instance, totals only 10,000 acres for the whole of southern Ontario.

It is estimated by planners that there should be a minimum of 10 acres of readily accessible (under 50 miles) park for each 1,000 of population. At present Ontario has a population of 6,040,000 and population estimates for the year 2000 are 12,534,000. This, however, is only part of the story since the main increase will be in southern Ontario.

Obviously the most critical area is, and will remain, that from Oshawa to Niagara Falls. Based on the present population of this area 42,000 acres of rural parks are deemed necessary. By the year 2000 this should increase to 96,000 acres. At present the total is about 3,000 acres. This compares with 60,000 acres for the Chicago area, 15,000 acres for Detroit.

It is easy to quote examples of overcrowding. For instance on one day in the summer of 1958 at the Heart Lake Conservation Area near Toronto some 5,000 people were at one time trying to make use of 150 yards of developed beach. To show the extent of the use of these parks, the following figures are of interest:

|                                                                                  | <i>Area-Sq.<br/>Miles</i> | <i>Approx.<br/>Distance from<br/>Population<br/>Centres</i> | <i>Attendance<br/>(1959)</i> |
|----------------------------------------------------------------------------------|---------------------------|-------------------------------------------------------------|------------------------------|
| Algonquin Park                                                                   | 2,700                     | 150 miles                                                   | 421,000                      |
| Pelée Park                                                                       | 5                         | 35 miles                                                    | 550,000                      |
| Rondeau Park                                                                     | 8                         | 40 miles                                                    | 670,000                      |
| Presquile Park                                                                   | 2                         | 20 miles                                                    | 330,000                      |
| Conservation areas of the<br>Metro Toronto and Region<br>Conservation Authority. | 5                         | 20-35 miles                                                 | 817,000                      |

These figures are not given to minimize the value of the wilderness parks, which serve a special and highly important function, but rather to emphasize the need for adequate outdoor recreational facilities near heavily populated areas.

From the point of view of the land use conflict with agriculture, it is fortunate that this seldom exists, since areas suitable for parks are seldom suitable for farming. The land conflict normally comes with individuals who wish to develop the most suitable park areas for residential use. For instance it is an astounding fact that virtually no public land is available along the Ontario lakeshore for park purposes between Oshawa and St. Catharines.



Every prediction for the future forecasts more time for leisure for Ontario's rapidly growing population, and all indications are that people will spend an increasingly large part of this time in outdoor recreation. It is vital therefore that no time be lost in initiating a programme of land acquisition for park purposes that will adequately meet the needs of the future. Particular attention should be directed to the Niagara Escarpment from Niagara to Caledon and to the Grand River Watershed, to mention just a few of the possibilities.

The importance of tourism and its direct relationship to the recreational use of land has only been realized of late. In 1958 receipts from visitors to Canada amounted to \$349 million. It is the view of the Federal Government that this could grow to over one billion dollars within 20 years.

It follows that with a potential value of this magnitude recreational use must be viewed as a highly important factor in our over-all land management. Moreover since fish and wildlife are a main drawing card for tourists it is important to intensify their management. It is estimated that over 500,000 people hunt every year in Ontario and that over 750,000 fish, between them spending \$85 million.

We must dispel the notion that our lands suitable for recreation are limitless and can be taken at will. The truth is that the areas ideally suited for public recreational purposes are quite limited. Such areas must be selected on a long term plan and acquired or reserved before they become lost for all time to other land uses.

We must put recreational land use on a par with forestry or agricultural land use.

## **SECTION 6: WATER RESOURCES AND LAND USE**

Adequate water is vital to the urban dweller, to industry, to agriculture and to recreation. It is usually the resource most squandered.

Twelve percent of the surface area of Ontario is water yet water is in short supply in many areas. Hardly any stream in southern Ontario is not polluted.

As water demands in the year 2000 will be at least treble those of today our growth will be hampered if we do not plan adequate water supplies for the future. This includes provision for proper sewage disposal.

Urban and industrial development takes place where water is available. Thus the provision of water to an area is a major factor in influencing its land use. Conversely it provides a tool available to planning authorities for directing development to desired areas.

Our water resources come from various sources. These include the lakes, the streams, the artificial traps and underground water of various types. It is important that we should know in detail our total water availability, for it is this with which we have to work.

We must also know our total water requirement town by town, even farm by farm, both now and in the future, after taking into full consideration the land use pattern which will exist.

This is the task before the Ontario Water Resources Commission which the Government is to be commended on having established.

Our lakes, streams and impounded waters are also important as habitats for fishes and other aquatic animals. Considerable management and research will be necessary to maintain these resources.

## **SECTION 7: THE USE OF WETLANDS**

Perhaps one-quarter of the land area of Ontario is made up of wetlands, consisting of muskeg in the north but with significant areas of swamp and marsh in the south. Being so large a part of our land heritage, we should know more about them. As used in this report, the word "wetlands" does not apply to poorly drained mineral soils in agricultural use.

At present, wetlands are variously considered as useless waste land, sources of water or habitats for wildlife. Properly drained, certain of them can provide soils for special crops.

Obviously draining should not be indiscriminate but should take into consideration the effect on the surrounding watertable and the possibility of reduced recreational values in the area through the destruction of the wildlife populations present. For the area to remain as a wetland may often, in fact, be the best over-all land use. Unfortunately as we do not know enough about our wetlands or how best we should handle them, we are in danger of inflicting permanent damage upon them.

Since wetlands represent so large a part of the Province, and since they are so critical both to the watertable and as nesting and resting grounds for wildfowl, sufficient funds should be devoted annually for research on wetlands aimed at greatly increasing the return from these areas.



## SECTION 8: SOILS AND LAND USE

There is a great diversity of soils in southern Ontario, from coarse sands to fine clays, from wet to dry, from thin to thick coverings over bedrock, from high to low organic matter content, from high to low lime content and from high to low content of plant nutrients.

Man, in order to obtain his livelihood from the soil by growing cultivated crops, cannot avoid upsetting the balance of nature. Examples of man's exploitation of the soil, almost to its complete destruction as an agricultural resource, can be found in Ontario; but in those cases where sound systems of soil management have been followed, productivity has been increased over the years by the addition of soil amendments and by agronomic practices. Some deterioration of our soils has undoubtedly occurred but it has not been catastrophic and productivity can be restored in most cases.

Part of the increased total production is accounted for by the change from horses to tractors. In the past a good portion of each farm existed to provide energy for the farm work animals. Today fuel from outside drives the tractor and has released this acreage. However, we no longer have this acreage in reserve.

Much of Ontario consists of the Precambrian Shield which has little or no soil covering. Of the areas that have been only partially developed, the clay belt area of northern Ontario offers the greatest potential. Thus, in considering the relationship of soils to agricultural land use, we are considering only southern Ontario. The Precambrian areas must remain, as they are now, primarily under forestry land use.

Soil survey information has been compiled for approximately 33,000,000 acres located south of the Precambrian Shield. The main land use hazards associated with the soils being used for agricultural purposes in southern Ontario are as follows:

|                                 |                 |
|---------------------------------|-----------------|
| Poor Drainage                   | 4,000,000 acres |
| Imperfect Drainage              | 4,000,000 acres |
| Hilly Topography                | 1,000,000 acres |
| Low Fertility and Moisture      | 3,000,000 acres |
| Susceptibility to Water Erosion | 6,000,000 acres |
| Excessive Stoniness             | 1,000,000 acres |
| Shallow over Bedrock            | 2,000,000 acres |

Our soils are an important natural resource and must be guarded. They are not unlimited. We are, of course, far from realizing the full productive capacity of our Ontario soils. However, if we are to be guided by population predictions, we must make considerably greater demands on our soils in the foreseeable future to meet domestic requirements. It is a sobering thought that the increased production must come from greater expenditure on fewer acres and at a higher unit cost because of loss of agricultural land for industrial and urban development, for highway expansion, and for other non-agricultural uses.

If Ontario is to remain the industrial centre of Canada it must have access to low cost food. Likewise the farmer must be able to earn a living comparable to that of his city neighbour. This is only possible if yields per acre are increased and if the good soils are used to the maximum. About 12,000,000 acres of the soils of southern Ontario are well suited for agricultural purposes. Every step which removes part of the 12,000,000 acres of good or prime land from agricultural uses, drives agricultural production onto poorer land and means ultimately an increase in food production costs. This could reach a point of imbalance where food costs in Ontario became so high as to be detrimental to industrial expansion.

## **SECTION 9: TAXATION AND LAND USE**

Taxation is a major factor influencing land use.

Land cannot be farmed economically once taxes rise much above the level of those in the average farm community. Time after time in recent years we have seen uncontrolled urban sprawl spread into the rural areas, with the consequent demand for new schools and other services. The inevitable result is higher taxation for the farmers and decay of the farming community.

Most farming involves long term planning, whether it be to reseed a field, build new fences or plant a new orchard. No farmer will gamble on making these capital expenses if there is a threat of major increases in taxes.

If, therefore, land is to remain in agriculture anywhere near our large cities, and is to be farmed properly, assurance of tax stability is a prerequisite. Immediately the tax level threatens to become too high the land is either forced into idleness, condemned to exploitation farming or else broken up for sale in residential parcels. The key to tax stability for agricultural land lies, of course, in establishing a uniform assessment base for farm land irrespective of where it is located.

The tax problems of most of the urban areas are equally unsatisfactory. Proper land use planning could well establish what areas should be devoted to industry and commerce, to housing, to schools or to parks. However, our tax structure does not permit this. We have fragmented the level of our tax collecting to such a point that each little area has to have a tax assessment role balanced between residential and industrial. Wrong land use patterns are forced upon virtually all of our municipalities. This is expensive for government and industry alike.

This problem would, of course, be eased and better land use planning would be possible if taxes were collected on a regional basis and redistributed from there, and if planning were also placed on the same regional basis.



## SECTION 10: THE FUTURE LAND USE REQUIREMENT

Land is required for many purposes and upon its efficient use will in great measure depend the standard of living of future generations.

It is difficult to visualize the day to day changes necessary in the land use pattern to meet our changing requirements. The need can be seen in clearer perspective by spanning a number of years. This is why, in this report, we have selected the year 2000 for consideration, a date well within the lifetime of our children.

As population grows, increased areas of land are liable to be needed for the following purposes, and there are others:

- (a) Food production
- (b) Urban development
- (c) Road building and other means of transport
- (d) Recreation
- (e) Water conservation
- (f) Forestry

These subjects were considered in detail in preceding sections of this report.

Agriculture is the user of the largest amount of land in southern Ontario. Before considering agricultural trends in the year 2000, two assumptions are necessary. They are:

- (a) What prices are likely to prevail at that time.
- (b) What population increase will have occurred.

The submission of the Ontario Government to the Royal Commission on Canada's Economic Prospects indicates that Ontario might expect a population of approximately 8,184,000 in 1975. Assuming a continuation upwards, actually at a falling percentage of increase, this would indicate a population for Ontario of 12,534,000 in the year 2000. This is 2.42 times the population in 1955. The following table shows this projection:

| Year | Population | Year | Population |
|------|------------|------|------------|
| 1955 | 5,183,000  | 1980 | 9,054,000  |
| 1960 | 5,863,000  | 1985 | 9,924,000  |
| 1965 | 6,555,000  | 1990 | 10,794,000 |
| 1970 | 7,314,000  | 1995 | 11,664,000 |
| 1975 | 8,184,000  | 2000 | 12,534,000 |

Cities are overrunning many acres of good land in Ontario. This could be serious if the city workers were both curtailing production through uncontrolled sprawl while at the same time increasing the need for agricultural products. This situation, therefore, needs further examination.

The annual report of the Department of Municipal Affairs for 1956 shows that the total assessed area of incorporated towns and cities in Ontario covered 517,000 acres while in the same year 20,000,000 acres were in use in Ontario farms. Thus the land for cities could treble, as indeed is likely by 2,000 A.D., without cutting too seriously into the total area of agricultural land still available in Ontario. In fact the present trend is for farm land to be abandoned for economic reasons faster than we are absorbing an equivalent area into the cities, but this trend will likely reverse before 2000 A.D.

Most of the land being abandoned, other than through urbanization, is of the marginal type not suited to agriculture, much of which should probably never have been cleared. This is not a matter of concern provided that the good soils which can produce economically are being protected. Unfortunately this is not always the case, the most important example being the Niagara Fruit Belt, where the combination of soil, climate and water make it irreplaceable in Canada. This has been discussed in detail earlier.

Taking Canada as a whole, the only agricultural food in which we had a large percentage surplus in 1956 was wheat for bread flour. If we are to eat as well in 2000 A.D. as we did in 1956, it seems obvious that we will have to produce by then over twice as much of most kinds of food as we do now. We may find substitutes in part but substitutes also require land for production. Moreover with the increase in real income forecast by the Royal Commission on Canada's Economic Prospects, we may become more choosy about our food and less inclined to accept substitutes.

The trend in agricultural production is in the direction of producing more per acre. It would appear, therefore, that the increased demand in 2000 A.D. may be met by increasing per acre yields rather than having to recover for agriculture every available acre. The importation of food products into Ontario from elsewhere in Canada, and from foreign sources, will also govern to a great extent our agricultural land pattern. Of course, our ability to import from foreign sources will depend on our ability to export and compete in foreign markets. It would appear unwise to place too much reliance on being able to buy abroad, where domestic consumption may well by then have absorbed surpluses.

The Royal Commission on Canada's Economic Prospects forecasts that we shall be using in the future more red meat per capita. If so, it follows that the increase in Canada's livestock production will have to expand at a rate greater than the population rise, i.e. perhaps to triple by 2000 A.D. relative to today.

In general the increased food necessary in Ontario by the end of this century will be gained in three ways:



- (a) By importing more food from the Prairie Provinces, plus some increases from abroad.
- (b) By more intensive production on the good lands of Ontario.
- (c) To a smaller degree, by expansion of some acreages in northern Ontario (Clay Belt).

These changes in food sources will be accompanied by many shifts in the type of production in southern Ontario. Some of them can be summarized as follows:

(a) *Milk*

In 1956 the cities of Ontario absorbed as fluid milk 1,596,312,000 lbs., which was about 38% of all milk leaving farms. The balance was used for dairy products. The anticipated increase in population by 2000 A.D. indicates that 2.4 times as much milk will be needed. In theory this could be met by diverting all present milk production to the fluid milk market, leaving the requirements for cheese, condensed milk, butter and powdered milk to be met from outside the Province. In practice much of this increase will probably be met by new production in Ontario.

(b) *Beef*

With the requirements for beef perhaps tripled, and with our Ontario pastures needed for milk production, the present trend for increasing quantities of our beef to come from western Canada will continue. Two exceptions to this trend will occur; first—that since much of our beef comes from dairy stock (veal calves, sterile heifers, old cows) the increased dairy herds will provide increased quantities of meat of these types; and, second—that in those areas well suited to the production of cash crops, for which there will be an increased demand, beef herds will also increase in order to consume the cash crop by-products, e.g. straw. In this type of farming beef fits well into the labour programme. It appears as a not unreasonable conclusion that over-all beef production in Ontario may not decline by 2000 A.D. but it will certainly not increase to the extent necessary to feed the larger population.

(c) *Grains*

Ontario imports all of its bread wheat from Western Canada and this will, of course, continue. At present, depending upon conditions, it imports 20% to 50% of its feed grains. By 2000 A.D. the percentage drawn from the West will increase, although over-all production in Ontario will probably be up, with a swing to hybrid corn in southern Ontario and away from small grains.

(d) *Vegetables, Fruit*

Vegetable production in Ontario will probably step up proportionately by 2000 A.D. to meet the increased need, as an abundance of suitable land exists, particularly in certain undrained marshlands. Fruit production too will undoubtedly increase, provided that prices improve, but the increase is unlikely to be proportional to the population increase due



to the serious limitations of special soils for some crops and to the trend towards greater use of imported citrus fruits.

It has been reported in an earlier section of this report that we have in Ontario 33,000,000 acres of land south of the Precambrian Shield. About 20,000,000 acres of this is being farmed but only 12,000,000 acres can be considered good land. We have, then, a large acreage outside the 12,000,000 acres which could be used for non-agricultural purposes without damaging significantly our ability to produce good and cheap food in the future.

We have seen that we shall need over 500,000 acres of additional land by 2000 A.D. for urban purposes and this is more likely to approach 1,500,000 acres if country dwelling commuters are also, as they must be, included.

Recreational requirements indicate a need for 96,000 acres of additional rural parks for the near Toronto area. This might be doubled to 200,000 acres for all of southern Ontario including provincial parks and conservation areas.

We appear, therefore, to have the required land resources. Will we use them properly?

## SECTION 11: RESOLVING LAND COMPETITION

Land competition occurs when two or more interests require the same piece of land for conflicting purposes.

With an expanding economy land competition is bound to occur. Some of it is inevitable but a great deal is induced, much of it by government action.

The factors which fall in the latter category and induce a new land use pattern include the following:—

- (a) The opening of new highways.
- (b) The provision of services to an area, e.g. water, power, gas, etc.
- (c) A changed tax structure.

Where, therefore, it is undesirable in the long term interest of the Province's economy to see a change in a land use pattern, governments (whether provincial, municipal or at any other level) should weigh carefully their plans before taking action which is bound to induce a changed pattern. The converse is equally true. Good planning can steer development onto lands which are contributing little under their present land use. This might be described as the positive approach.

The question of whether a land owner can do what he wants with his property is a very basic one. The city dweller already accepts certain zoning laws. In fact what he can do is strictly controlled. The rural land owner also accepts some controls but revolts at the thought that anyone, other than himself, should be the judge of whether or not he may sell his property for a changed land use, e.g. from agriculture to subdivision for urban purposes.

We control our forests and insist that they be cut on a sustained yield basis. This is because our forests are not limitless and we are concerned to protect our long term interests, even if we could make larger earnings for a few years in the forest industries by indiscriminate felling. However, we do little to protect the 12,000,000 acres of good soils, which are all that we have in Ontario.

It is very seldom that any development requiring the use of existing agricultural land is faced with a single choice of site. Currently there is no machinery to ensure that the development is directed onto the area most beneficial to the total land use, nor do the facts always exist which would enable such a decision to be taken even if the machinery were available.

We believe, based on the trends developing in Canada and in other lands, and in the light of the increased land demands of the future, that

it is only a matter of time before land use will be controlled at the provincial level. However, rigid controls appear premature at this time. *It would seem that an approach which safeguarded the major portion of our prime soils for the future should suffice for at least the next 20 years.*

As explained in earlier sections, there is a close relationship between land use and taxation. The wrong tax structure can quickly force land from its optimum land use into another purpose which can support the immediate tax load.

The land requirements for recreation are such that their fulfilling requires no special new machinery. All that is needed is the determination by the Government to select and purchase or reserve the land required while it is still available.

The compilation of the necessary data to enable planning authorities at all levels to make sensible land use decisions is not a large task using modern methods. It could probably be done for the whole of southern Ontario in four years at an acceptable cost. Such data must include soil surveys and existing land use maps. From these, land capability maps can be compiled.

In conclusion, and in very broad and simple terms, we believe that a solution to land competition might be found in the following manner:—

- (a) By compiling the necessary survey data and establishing the optimum land use.
- (b) On a positive basis by planning public works, particularly highways, in such a manner that the land use pattern is least disrupted and even improved by directing development into desired areas. This would necessitate consultation among the Departments of Highways, Agriculture, Lands and Forests, Planning and Development, and Municipal Affairs.
- (c) By arranging for the establishment of Regional Planning Boards; by establishing uniform assessment procedures in each Region; and by collecting centrally all taxes in each Region for redistribution to municipalities on an equitable formula basis, such that industrial and residential development could be concentrated economically in a properly planned way.
- (d) By ensuring that the Department of Municipal Affairs uses its authority under the Planning Acts to classify land as follows:—
  - (i) Class A—Prime agricultural land, which cannot be sold for non-agricultural purposes without reclassification into Class B which would require the approval of the Departments of Municipal Affairs and Agriculture.
  - (ii) Class B—Second grade agricultural lands, or prime agricultural lands which for some reason (e.g. adjacent to cities) had been reclassified. These lands could be changed to Class C at the discretion of the owner at any time but could not be resold for non-agricultural purposes unless this were done. Reclassification to Class C would be permanent.
  - (iii) Class C—All other lands including urban, suburban and rural awaiting development.



- (e) By passing legislation at the Provincial level under which Class A and B lands were assessed and paid taxes on a rural basis, whether or not they lay within the area of a Regional Planning Board or were adjacent to urban development.

The above system would permit land owners to plan their agriculture on the Class A soils on a long term basis with the assurance that taxes would remain at acceptable levels. It would permit Class A and B lands to continue in farm production right up to the urban perimeters. It would protect the major part of our valuable soils for the future with the minimum of controls. It would permit better urban planning. Finally, while not eliminating all land competition, it would result in this competition being confined largely to those lands whose changed use would be least harmful.

In closing this section of the Report, it should be remarked that while at first sight the classification of farm lands into A, B and C might appear punitive to the land owner, in fact we do not believe this to be the case. Lands which will be taken out of agricultural use for residential-industrial purposes in the next 20 years are those adjacent to our cities. We are not recommending that such lands be placed in Class A, but rather in Class B. Offsetting any loss of freedom to sell for non-farm purposes, it will be noted that we have made a positive recommendation, highly favourable to the agricultural community, for a more equitable tax load.

## SECTION 12: RECOMMENDATIONS

Owing to the unprecedented growth that has occurred in Ontario since the end of the last war, problems of land use have become steadily more acute, with the result that there is now an awareness by the public of the need for reappraisal, along with some revision, of existing policies.

Several departments of the Ontario Government have been working earnestly to find solutions to the land use problems with which they are concerned, but their efforts in this direction are being hampered by insufficient co-ordination and by the lack of an over-all policy.

After many months of intensive study and research into problems of land use, the Conservation Council of Ontario recommends:

- (a) **THAT THE GOVERNMENT OF ONTARIO TAKE STEPS IMMEDIATELY TO CREATE A LAND USE PLAN FOR THE PROVINCE AS AN EXPRESSION OF OVER-ALL PUBLIC POLICY.**
- (b) That in order to formulate the above mentioned policy, a council with representation from each department of the Government concerned with land use planning be appointed, together with a full time chairman; that the chairman of this council be given authority to require the making of all necessary surveys, studies, and plans (where incomplete), such surveys to include existing land use maps, land capability surveys, soil surveys, wetland surveys, and other data; that the necessary permanent administrative machinery be established to implement the plan.
- (c) That the public policy concerning the use of our land and our natural resources be based on what we have, how we are now using it, and how we can best use our land and resources for the future.
- (d) That urgent priority be given to establishing an official land use plan for the Niagara Peninsula as a whole.
- (e) That the Department of Lands and Forests, having shown considerable foresight in compiling a forest inventory of the Province, be commended for this action and urged to continue its present plans of keeping this inventory up to date.
- (f) That a long term programme for the building of access roads in the northern forested areas be established, aimed at better land use through more intensive forest management.
- (g) That the future road network of the Province be designed within the framework of the over-all land use plan with due consideration being given to the routing of highways on the land use pattern.



- (h) That a long term programme to earmark specific areas in southern Ontario for future park use to a total of at least an additional 96,000 acres be begun immediately; that an annual budget be established for the acquisition of these lands, to be held by the Crown until funds become available to develop them as parks; that legislation be introduced to prohibit further subdivision or changed land use until the areas are purchased by the Crown when the owners shall be paid fair compensation based on current land values.
- (i) That a survey be made of suitable sites for additional parks of the Quetico and Algonquin type, with a view to reserving such areas for the future; that mining activity be prohibited in such parks, both existing and planned, and that forestry activity be strictly controlled; that accordingly land for these parks be reserved as far as possible in areas with the minimum mining and forest industry potential.
- (j) That a survey be carried out to define the total water availability in southern Ontario, the present water use, and the future water requirement.
- (k) That a long term plan be established to rid the rivers of Ontario of pollution.
- (l) That an annual budget for research into wetlands be set up to determine the best use and management of these important areas, and that meanwhile indiscriminate draining of wetlands be discouraged until more is known about them.
- (m) That one of the chief aims of Ontario's official land use plan be the preservation in agriculture of the 12,000,000 acres of prime soils in Ontario, being the total of prime soils available; that taxation, agricultural supports, and other policies be aimed at encouraging production on the prime soils and vacation of marginal lands where economic farming is impossible; that a procedure for zoning agricultural land be integrated with the official land use plan aimed at prohibiting, or at least discouraging, the reclassification of our prime soils from agriculture to other land uses.
- (n) That methods of assessment of land be introduced and related to zoning so that prime agricultural land, wherever located, be relieved of unfair taxation thus permitting economic farming of lands up to, or even within, the urban perimeters, due consideration being given to the need for greenbelts around our cities.
- (o) That in order to ensure that industry and housing, as well as other land uses, will be located to the best advantage, planning be established on a regional basis; that to effect this, taxation be collected on the same regional basis against a standard assessment procedure, the monies being re-distributed to the communities in the region in accordance with formulae designed to meet education and other commitments.



## **MEMBER ORGANIZATIONS**

OF

## **THE CONSERVATION COUNCIL OF ONTARIO**

AGRICULTURAL INSTITUTE OF CANADA

*(Ontario Provincial Council)*

CANADIAN INSTITUTE OF FORESTRY

*(Southern Ontario Section)*

COMMUNITY PLANNING ASSOCIATION OF CANADA

*(Ontario Division)*

FEDERATED WOMEN'S INSTITUTES OF ONTARIO

FEDERATION OF ONTARIO NATURALISTS

JUNIOR FARMERS' ASSOCIATION OF ONTARIO

NORTHERN ONTARIO TOURIST OUTFITTERS

ONTARIO COUNCIL OF COMMERCIAL FISHERIES

ONTARIO FEDERATION OF AGRICULTURE

ONTARIO FEDERATION OF ANGLERS  
AND HUNTERS

ONTARIO FORESTRY ASSOCIATION

ONTARIO PROFESSIONAL FORESTERS'  
ASSOCIATION

ONTARIO SOIL AND CROP IMPROVEMENT  
ASSOCIATION

QUETICO FOUNDATION

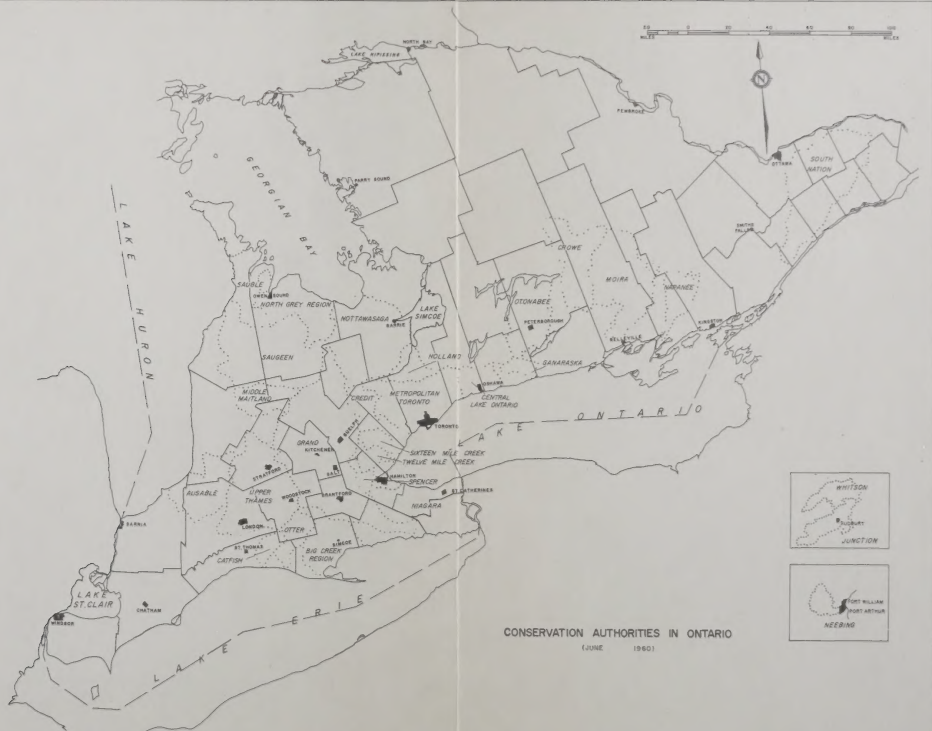
ONTARIO CHAMBER OF COMMERCE

RADIO AND TELEVISION FARM DIRECTORS'  
ASSOCIATION OF NORTH AMERICA

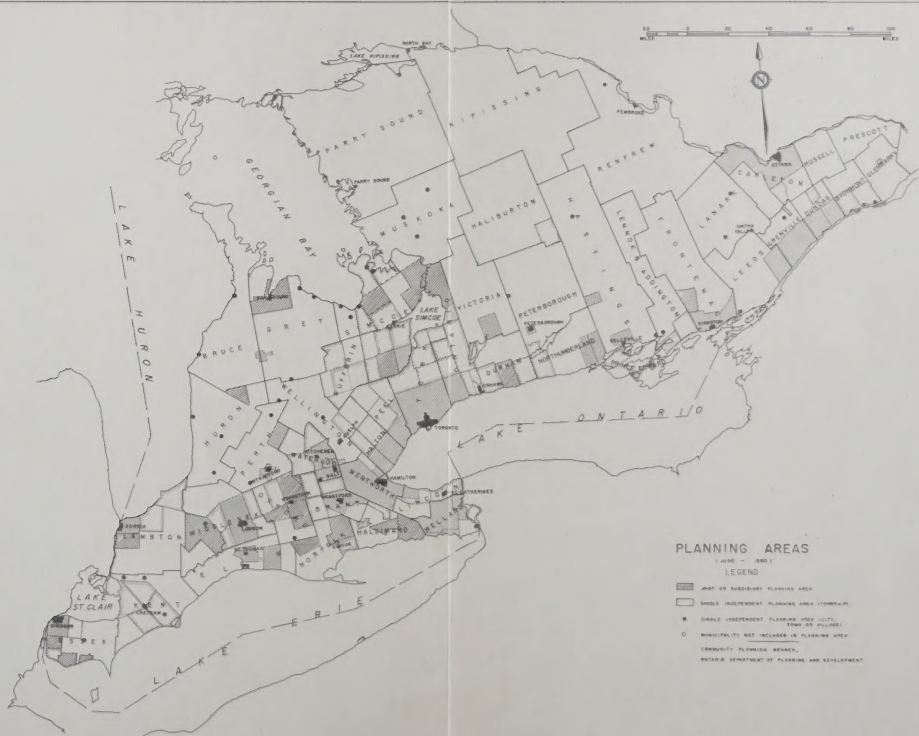


















7c 7